CHAPTER 5

Public Facilities and Services

Urban communities must be supported by a range of public services and facilities, including transportation, water, sanitary sewer, stormwater, parks, fire and emergency, police, solid waste, schools, libraries, electricity, and telecommunications. This chapter describes the current status of Vancouver's public facilities and services and how they will be provided for the growth that is projected to occur over the next 20 years.

The information in this chapter is closely linked to the *Vancouver Capital Facilities Project List*, a separately bound and annually updated list of capital facilities projects that will be needed in the next six years.

Specifics

- **Inventory of existing facilities**
- **Information on existing services and providers**
- **Service standards used to site and size new facilities and services**
- **Identification of deficiencies in existing services**
- **Plans for new facilities or services to meet existing need and accommodate growth**
- **Policies related to provision of services**

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Introduction

The 1990 Growth Management Act (GMA) requires growth to occur first in developed areas already served by public services and utilities, and second in undeveloped areas needing new services. Public services must be provided in a timely and efficient manner to support planned growth and existing users. Extension of the services must be coordinated with adopted land use and growth plans, and capital facility investments should be targeted and cost-effective.

The Vancouver Urban Growth Area (VUGA) includes the incorporated City of Vancouver and portions of unincorporated Clark County surrounding Vancouver shown in **Figure 1-2** (Chapter 1, Community Development). All of the VUGA must receive appropriate levels of urban service to support planned urban development during the planning period. This chapter focuses on infrastructure provision within city limits, and areas in the unincorporated VUGA served by City providers such as sewer, water, and fire services. Because of uncertainties over annexation, unincorporated Vancouver urban area capital facilities and services outside of City districts are addressed in the *Clark County Capital Facilities Plan* (2003).

For City service areas, this chapter describes public infrastructure and service needs, and projected improvements with their associated costs to adequately serve long-term growth at adopted service standards. As required by GMA, this chapter includes a policy requiring that land use plans be revisited if probable funding falls short of meeting those needs. The analyses in this chapter focus on the first six years of the planning period. Infrastructure and service needs for the 20-year planning period are more speculative, so the review is more generalized. The review is limited to capital facilities and major physical infrastructure related to growth, not all government services. The information in this chapter is drawn from specific service area plans, such as the *Vancouver Transportation System Plan* (2003), *Vancouver Transportation Improvement Program* (2003), *Vancouver Urban Parks, Recreation, and Open Space Plan* (2002), and other service provider capital plans and budgets. For more detail, please consult these plans.

Table 5-1 lists the providers of public services in the City of Vancouver and the VUGA. Services are provided by the City of Vancouver, Clark County, and private utilities or service districts. Some providers serve areas within the city limits, while others have larger, regional service areas. The City coordinates with providers and considers of how service area boundaries may change (for example, through annexation). The GMA identifies cities as generally the appropriate provider of urban governmental services.

Table 5-2 is a summary of projected public capital facilities needs and funding sources through 2009. The projects that make up the summary are described in greater detail in the separately bound and annually updated *Vancouver Capital Facilities Project List*.

Local capital facilities projects are financed and constructed through a variety of local, state and in some cases federal sources, depending on

Photo by Ed Vidinghoff

Table 5-1. Vancouver's public facility and service providers.

Facility/service	Provider
Transportation	• City of Vancouver • Clark County (unincorporated urban area)* • Washington Department of Transportation (interstate roadways) • Port of Vancouver* • Burlington Northern Santa Fe Railroad*
Transit	• C-TRAN
Water	• City of Vancouver • Clark Public Utilities (unincorporated urban area)*
Sanitary sewer	• City of Vancouver (within city and eastern unincorporated urban area) • Clark County (sewage treatment facilities in unincorporated urban area)* • Hazel Dell Sewer District (western unincorporated urban area)*
Stormwater	• City of Vancouver • Clark County, Burnt Bridge Drainage Utility (unincorporated urban area)*
Parks	• Vancouver-Clark Parks and Recreation Department
Fire protection	• City of Vancouver • Clark County Fire District #5 (eastern unincorporated urban area) • Clark County Fire District #6 (western unincorporated urban area)*
Police protection	• City of Vancouver • Clark County Sheriff's Department (unincorporated urban area)*
Solid waste	• Waste Management, Inc. (Collections West Vancouver) • Waste Connections, Inc.(Collections East Vancouver and UGA) • Columbia Resource Company (Recycling Materials Processing)
Public schools	• Vancouver, Evergreen and Camas School Districts (within city limits and portions of unincorporated urban area) • Battle Ground, Ridgefield and Hockinson School Districts (within portions of unincorporated urban area)*
Libraries	• Fort Vancouver Regional Library System*
General government	• City of Vancouver (Administrative Offices, Support Facilities) • Clark County (unincorporated urban area, urban correctional facilities, law enforcement and emergency response support services)*
Natural gas	• Northwest Natural
Electrical power*	• Clark Public Utilities*
Telecommunications*	• AT&T Broadband • Qwest Communications

*See the Capital Facilities Plan element of the *Clark County Comprehensive Plan* for more detailed information.

the type of facility. Providing adequate services in the face of growth, increasing service demands, and static or decreasing funding sources is one of the central challenges facing the City as it implements the *Vancouver Comprehensive Plan 2003-2023*.

Concurrency

The GMA requires that communities "ensure that facilities and services necessary to support development shall be adequate to serve the development at the time the development is available for occupancy and use without decreasing

Table 5-2. Summary of planned six-year capital facilities costs.

Service	Major capital projects	Estimated total	Funding sources
Transportation 2004-2009	• 2004 projects in progress ..... $64,008,000 • Streets and intersections ..... $111,832,000 • Pedestrian projects ..... $8,522,500 • Bicycle projects $3,545,000	$187,907,500	Impact fees, state and federal grants, City REET, state gas tax, developer contributions, public agency partnerships, street fund reserves, reserves for funded projects, General Fund, new funding – task force
Transit 2002-2008	• Transit Centers / Park and Ride lots • Buses, support facilities	$49,461,402	Local revenue, federal grants
Water	• Water station projects (including new Vancouver Lake well field) • Distribution system mains • Transmission mains SCIP • Roadway coordination projects	$42,537,000	System development charges, operating revenues, grants
Sanitary sewer	• Septic tank elimination program • System enhancements (pump stations, collection system, relief sewer, substandard upgrades)	$31,983,000	System development charges, operating revenues, grants
Stormwater	• Regional facilities	$12,030,000	System charges
Parks	• Community parks ..... $7,984,000 • Neighborhood parks ..... $9,713,000 • Urban open space ..... $1,365,000 • Trails ..... $12,789,000 • Community centers $21,050,000	$52,901,000	REET, grants and donations, impact fees, bonds (community centers), General Fund
Fire & EMS	• Major facility maintenance, remodels, and vehicle replacement..... $2,938,554 • New stations $6,400,000	$9,338,554	General Fund
Police	• New or remodeled facilities, including land acquisition	$24,350,000	General Fund
General government	• Operations facility expansion and satellite operations center .. $3,882,804 • Major maintenance of existing City buildings and offices $4,500,000	$8,382,804	General Fund, excise tax
Solid waste	• Existing transfer and recycling facilities have sufficient capacity through 2023 • No major capital facility expenditures anticipated through 2009	None	User fees, grants
Schools	• New schools • Remodeled schools • Land acquisition	$267,096,715	Impact fees SIF, state grants, bond issues
Libraries	• Two expansion projects • New operations center	$48,000,000	State grants, bond issues
Total		**$733,987,975**	

Data is summarized from individual facility and service summaries that follow.
See *Clark County Capital Facilities Plan* for more detail on county and regional facility plans and costs.

current service levels below locally established standards" (RCW 36.70A.020.12). This concept is identified as "concurrency" and requires local governments to adopt level-of-service (LOS) standards and to test individual land use proposals to ensure they will not exceed those standards. Proposed developments that would cause these standards to be exceeded cannot be approved unless necessary mitigation is provided. The *Vancouver Comprehensive Plan 2003-2023*

requires concurrency for transportation, water and sewer services, and identifies these as "Tier I" public facilities and services. See individual service area analyses in this chapter for further information.

Formal establishment of LOS standards is not required for Tier II capital facilities, including stormwater management, schools, parks, libraries, police, and fire facilities. As a result, individually proposed developments do not have to demonstrate that they would meet formal concurrency standards, although other City standards or state law do require varying levels of review to ensure services are provided.

Service standards

Service standards are quantifiable measures of the amount or quality of public facilities and services that are provided to a community. These measures help identify current and future capacities of capital facilities. They are also useful for identifying projected gaps or deficiencies and the improvements needed to serve new growth while maintaining adopted service levels. Service standards are specified in the individual sections of this chapter, where applicable.

Public facility and service policies

The City of Vancouver adopts the following policies to efficiently and cost effectively provide adequate transportation, sewer, water, and other capital facilities and public services for existing and new development. These policies are consistent with and implement policy sections 6.0, 7.0, and 8.0 of the *Community Framework Plan*, adopted by Clark County and local jurisdictions, and planning policies 36.70.A.020(3), (9), and (12) of the Washington Growth Management Act (see Appendix A).

PFS-1 Service availability
Consider water, sewer, police, transportation, fire, schools, storm water management, and parks as necessary public facilities and services. Ensure that facilities are sufficient to support planned development.

PFS-2 Service standards
Establish service standards or planning assumptions for estimating needed public facilities, based on service capabilities, local land use designations and nationally recognized standards. Use LOS standards to encourage growth in designated centers and corridors.

PFS-3 Impact fees
Establish and maintain policies and regulations, including traffic, park and school impact fees, to ensure that new development pay for a proportionate share. Impact fees should be reduced or eliminated for low-income housing developments.

PFS-4 Transportation system
Develop and maintain an interconnected and overlapping transportation system grid of pedestrian walkways, bicycle facilities, roadways for automobiles and freight, transit and high-capacity transit service. Include support programs such as traffic operations, transportation demand management, neighborhood traffic management, and the regional trails program. Work towards completing and sustaining individual components and programs to ensure success of the entire system.

PFS-5 System balance
Allocate resources to balance transportation choices. Promote development of a broader range of transportation options including pedestrian, bike, and transit systems, rather than focusing all resources on satisfying peak commuting demand with roadway capacity alone.

PFS-6 Transportation safety
Ensure high safety standards for motorists, pedestrians, and bicyclists through the development and capital improvement processes. Allocate city capital resources

to high risk and collision locations for motorists, bicyclists, and pedestrians.

PFS-7 Transportation finance
Develop recurring and dedicated funding for a complete transportation program, including system operation and maintenance. Leverage local funding with innovative and aggressive finance strategies including partnerships, grant development, efficient debt, and fee-based funding sources.

PFS-8 Transportation circulation and system connectivity
Develop a transportation grid that provides good connections to surrounding land uses and activity centers and allows for multiple circulation routes to/from each location. Close gaps and complete system connections through the development and capital improvement processes.

PFS-9 Land use and transportation integration
Develop and implement innovative transportation investment, design, and program incentives to achieve the urban environment envisioned in the Comprehensive Plan.

PFS-10 Livable streets
Design streets and sidewalks and manage vehicular traffic to encourage livability, interaction, and sense of neighborhood or district ownership in linkage with adjacent land uses. Encourage multi-modal travel, and provide accessible, human scale opportunities for transferring between travel modes.

PFS-11 Transportation accessibility
Build an accessible transportation system focused on inter-model connectivity and removal of barriers to personal physical mobility.

PFS-12 Transportation system efficiency
Invest in and improve efficiency of the transportation system with multi-modal design, advanced traffic management and operations technologies, demand management strategies and high-frequency transit service.

PFS-13 Neighborhood traffic
Protect and enhance neighborhoods with an active program that focuses on safety, safe routes to school, traffic calming, education, and enforcement.

PFS-14 Transportation regional and metropolitan coordination
Coordinate Vancouver's transportation plans, policies, and programs with those of other jurisdictions serving the greater Metropolitan area to ensure a seamless transportation system. Focus particularly on cooperation with the Southwest Washington Regional Transportation Council, Washington State Department of Transportation, Clark County and C-TRAN.

PFS-15 Transit service
Maintain transit service at no less than 2003 levels.

PFS-16 Economic development
In order to support the continued economic vitality of Vancouver, major transportation system investments should facilitate freight mobility, job creation, regional competitive position, and revenue growth.

PFS-17 Vehicle miles traveled
Use transportation and land use measures to maintain or reduce single occupant motor vehicle miles traveled per capita to increase system efficiency and lower overall environmental impacts.

PFS-18 Street design
Design city streets to achieve safety and accessibility for all modes. Arterial streets shall provide facilities for automobile, bike, pedestrian and transit mobility, and shall include landscaping and adequate lighting.

PFS-19 Parking standards

Adopt coordinated parking standards which maintain neighborhood integrity, promote the use of a multi-modal transportation system and efficient utilization of limited land, and encourage desired economic development and growth throughout the entire urban area.

PFS-20 Airports

Discourage incompatible uses from locating adjacent to general aviation airports.

PFS-21 Wastewater reclamation

Eliminate health hazards from domestic and industrial wastewater and return clean water to the environment.

PFS-22 Sewer service

Provide sewers and sewer service to every Vancouver home, business, and industry at an affordable and equitable cost. Discourage development and use of on-site sewage treatment systems. Encourage existing development using septic systems to connect to public sewer as soon as available. Ensure that the infrastructure to support sewer service is in place prior to or at the time of development.

PFS-23 Water service

Provide safe, clean, quality drinking water to every Vancouver home, business, and industry. Discourage development and use of private drinking water wells. Provide water pressures and volumes necessary to support fire suppression hydrants and sprinkler systems. Ensure that the infrastructure to support water service is in place prior to or at the time of development.

PFS-24 Sewer and water service extension

Public sewer and water service should not be extended outside the Vancouver urban growth area except to

(a) Remedy a threat to public health or safety

(b) Remedy a threat to water resources

(c) Provide service to park facilities, K-12 public schools or uses within the urban reserve district otherwise required to be served

(d) Support development envisioned in a jurisdiction's comprehensive plan

(e) Water service may be extended if it is consistent with the Clark County Coordinated Water System Plan and does not increase density beyond the adopted Comprehensive Plan

The existence or extension of sewer or water service should not be used to justify changes to the comprehensive plan.

PFS-25 Stormwater management

Manage storm water to safely pass floodwaters, maintain and improve water quality of receiving streams, lakes, and wetlands, protect and enhance fish and wildlife habitat, promote recreational opportunities, and enhance community aesthetics.

PFS-26 Solid waste

Implement the Clark County Solid Waste and Moderate Risk Waste Management Plan. Reduce the production of waste, recycle waste that is produced, and properly manage and dispose of waste that is not recycled. Provide education and outreach to businesses and the public on benefits and opportunities of waste reduction and recycling.

PFS-27 Essential public facilities

Coordinate with Clark County, the state and special districts to identify future needs for regional and statewide facilities, such as airports, state education facilities, state or regional transportation facilities, state and local correctional facilities, solid waste handling facilities, and regional parks. Essential public facilities may be located in all zones as a conditional or permitted use as per

VMC 20.91.247. Facilities that generate substantial travel demand should be sited along or near major transportation and/or public transit corridors.

PFS-28 Schools
Work with local school districts to facilitate an adequate supply of schools and associated facilities. Facilitate timely and efficient siting processes which allow for assessment and mitigation of impacts.

PFS-29 Higher education
Work with state institutions of higher education to ensure that City residents have access locally to the education needed to work for knowledge- and skill-based industries.

PFS-30 Open spaces and parks
Provide and maintain parks, open spaces, and recreational services for all segments of the community consistent with adopted level-of-service standards. Facilities and services should support recreational activities, environmental or historical resource protection, and should preserve and enhance neighborhood identity and function.

PFS-31 Trails
Provide a system of trails linking public and private open spaces, parks, recreational uses and transportation facilities within and between jurisdictions. Encourage use of greenspaces and riparian corridors as pedestrian and non-auto-oriented linkages within the urban area, in balance with habitat protection.

PFS-32 Parks coordination
Plan for parks, trails, open spaces and recreational services in coordination with other local and regional public agencies and private entities. Facilitate provision of lands and/or impact fees for parks as part of the development review process.

PFS-33 Parks funding
Develop dedicated funding for a complete park system that includes acquisition, development, maintenance and operation of parks, trails, open space, and recreation programs to serve City residents.

PFS-34 Parks education
Provide public education on the uses and benefits of parks, open spaces, habitat protection, and recreational services.

Transportation

This section summarizes *Vancouver's Transportation System Plan* (TSP). For more information about Vancouver's existing transportation system and how it relates to regional systems, or the vision for the future of transportation within Vancouver, please read the TSP, which is adopted in full by reference.

The transportation system is part of everyday life. The entire community relies on the system to get people where they want to go, to bring goods to and from the community, and to connect people to the services they need. The transportation system is the backbone of the community, and it defines the character of neighborhoods.

The transportation system also affects how money is spent. The transportation infrastructure is the City of Vancouver's single largest and its efficiency can affect the price of goods and services by increasing or decreasing the time it takes people and goods to get around.

Vancouver's transportation system has a variety of components, including river and rail freight (through the Port of Vancouver and on Burlington Northern Santa Fe trains), state highways (managed by Washington State Department of Transportation [WSDOT]), local streets, side-

walks, bicycle paths, and the C-TRAN public transit system. Components cross or overlap jurisdictional boundaries. For example, C-TRAN pays for and runs the buses in Vancouver but relies on Vancouver's roadway and signal systems to support these services.

Regional coordination and consistency

Regional coordination and consistency are integral to Vancouver's transportation program. Regional partnerships are maintained with Clark County, the Southwest Washington Regional Transportation Council (RTC), C-TRAN (regional transit agency), WSDOT, the Port of Vancouver, and other cities in Clark County. Vancouver also works with the City of Portland, Metro (Portland's Regional Government), the Oregon Department of Transportation (ODOT) and the Port of Portland.

These relationships are formalized through active participation in the RTC, which serves as the area's federally designated Metropolitan Planning Organization (MPO) and state-designated Regional Transportation Planning Organization (RTPO). The RTC maintains and runs the traffic modeling for all jurisdictions in Clark County, based on a common land use geographic information system. This ensures consistency in land use and transportation planning among neighboring jurisdictions. RTC, as the regional RTPO, certifies Vancouver's transportation element for consistency with the regional plan and with the plan of each jurisdiction responsible for transportation planning within Clark County.

The comprehensive plan includes, and adopts herein by reference, the RTC's Metropolitan Transportation Plan, as amended, which includes a full description of transit levels of service provided by C-TRAN, as well as regionally adopted levels of service for all Highways of Statewide Significance (HSS system) and for Regional Highways of Statewide Significance (non-HSS). The MTP also includes long-terms impacts to and planned improvements for the state system.

Vancouver's transportation system in 2003

The City of Vancouver Transportation Existing Conditions Report and Needs Evaluations (of the *Vancouver Transportation System Plan 2003)*,

the *Vancouver Transportation System Plan Vision* (also part of the TSP), and the *Clark County Transportation Resource Document* (2002), adopted herein by reference, provide extensive information about the transportation system. This information is summarized in the maps in this chapter. **Figure 5-1** shows the existing network of arterial streets as of 2003, and **Figure 5-2** shows proposed arterial improvements through 2023. **Figure 5-3** shows existing and proposed signals and intersection enhancements. **Figure 5-4** shows existing and proposed bicycle routes, and **Figure 5-5** shows existing and proposed pedestrian systems.

Planning for the rail system, airports and water transportation through the Port is the responsibility of other agencies. Their connection to Vancouver's transportation system is described in the TSP and in *Clark County Comprehensive Growth Management Plan* (2003).

Transportation concurrency

Under the City of Vancouver's concurrency program, traffic operations are evaluated in three ways: (1) corridor travel time, (2) average signalized intersection performance standard/mobility index, and (3) critical intersection performance standard. If a development exceeds any of these standards, it is not eligible for a Certificate of Concurrency unless the level of service (LOS) standard is lowered or mitigation measures are available.

Annual review report process. Developments, capital improvement expenditures, and the current capacity for each concurrency corridor are reported and summarized annually. After reviewing the report, the Planning Commission can recommend changes to the City Council to modify adopted LOS standards and/or concurrency procedures. Identified concurrency corridors and LOS standards are listed in **Table 5-3**.

Table 5-3. City of Vancouver Concurrency Management Program standards.

Facility	Distance (miles)	Level of service (LOS) standard: Average peak hour travel speed (mph)
Andresen Road		
Mill Plain to SR-500	2.00	11
SR-500 to 78th St	2.40	15
Burton Road		
18th St to 112th Ave	2.20	12
NE 28th St		
112th Ave to 138th Ave	1.65	10
138th Ave to 162nd Ave	1.35	19
Mill Plain Blvd		
I-5 to Andresen Rd	3.45	19
Andresen Rd to I-205	2.35	12
I-205 to 136th Ave	1.40	10
136th Ave to 164th Ave	1.70	10
164th Ave		
SE 1st St to SR-14	3.23	11
162nd Ave		
SE 1st St to Fourth Plain Blvd	3.80	15
Fourth Plain Blvd		
Port of Vancouver to I-5	2.40	14
I-5 to Stapleton	3.30	15
Stapleton to I-205	2.00	14
117th Ave to 162nd Ave	2.65	14
St. Johns Blvd		
Fourth Plain Blvd to 78th St	3.50	17
St. James Blvd		
Fourth Plain Blvd to 78th St	3.50	17
NE 18th St		
112th Ave to 138th Ave	1.55	12
138th Ave to 162nd Ave	1.50	15
NE 112th Ave		
Mill Plain Blvd. to 28th St	1.85	12
28th St to 51st St	1.50	12
NE 136th Ave		
Mill Plain Blvd To 28th St	2.15	12
City Center Zone (Downtown)	N/A	N/A
Remaining arterials	N/A	N/A

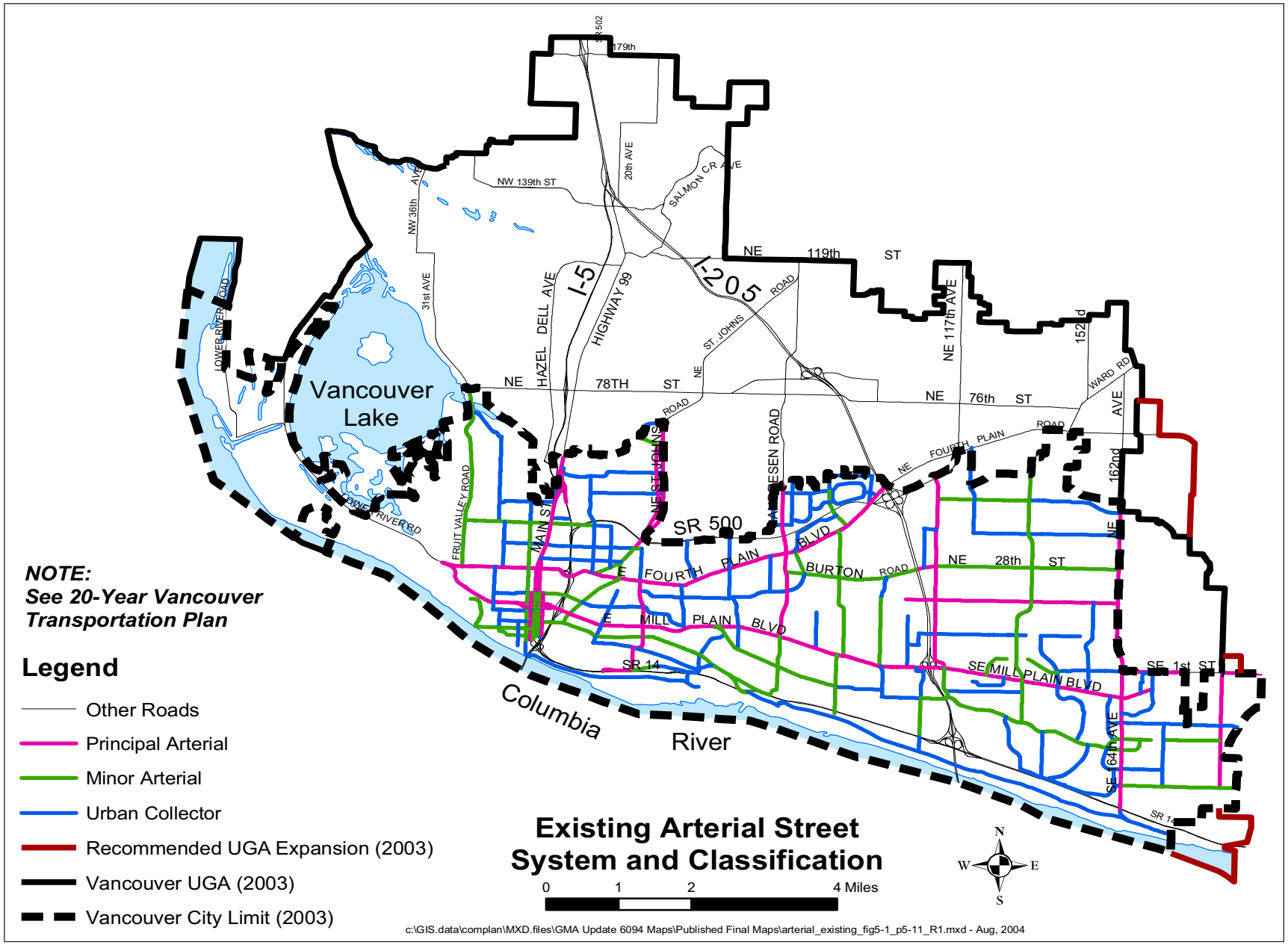

Figure 5-1. Existing arterial street system and clasification. Source: City of Vancouver GIS.

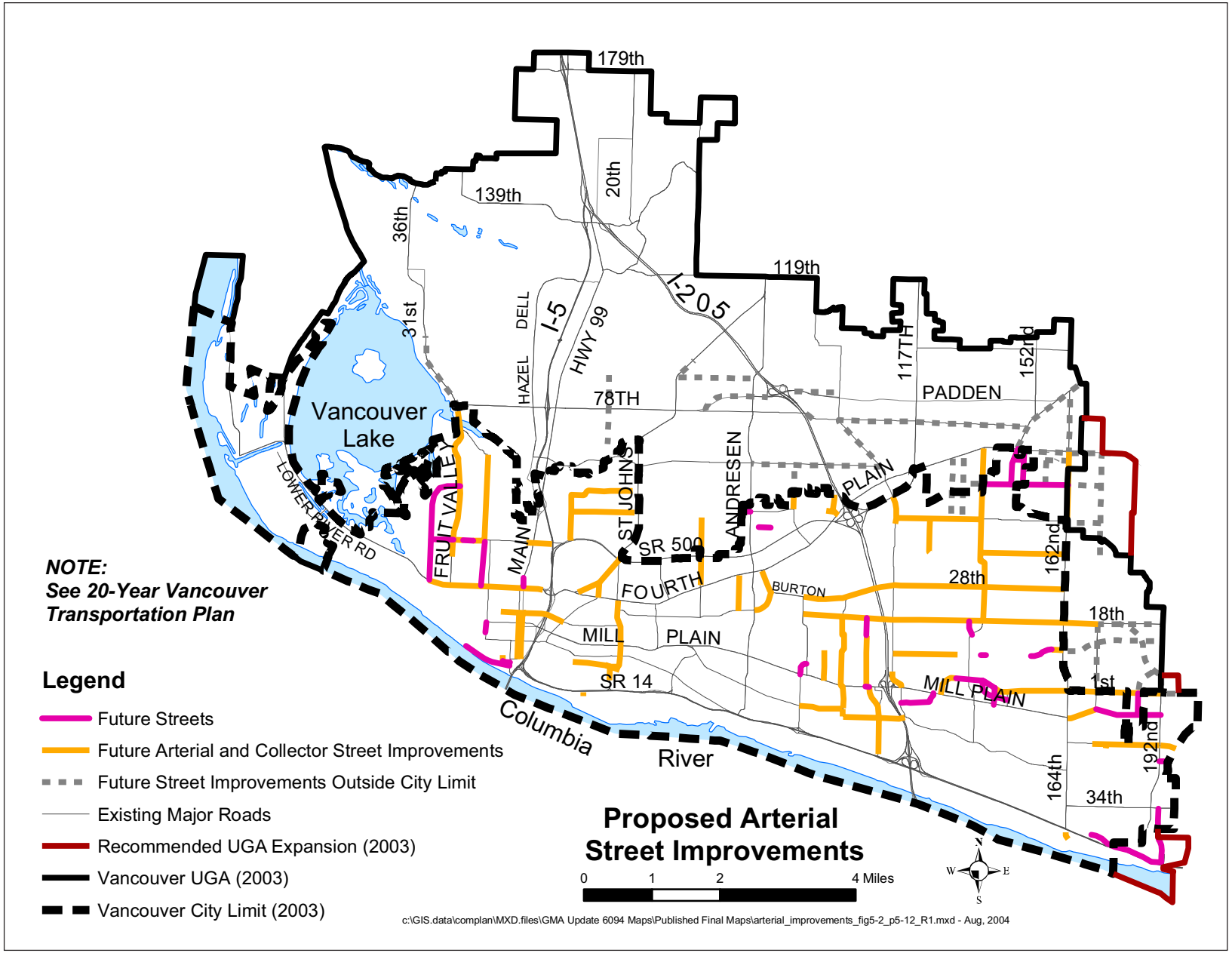

Figure 5-2. Proposed arterial street improvements. Source: City of Vancouver GIS.

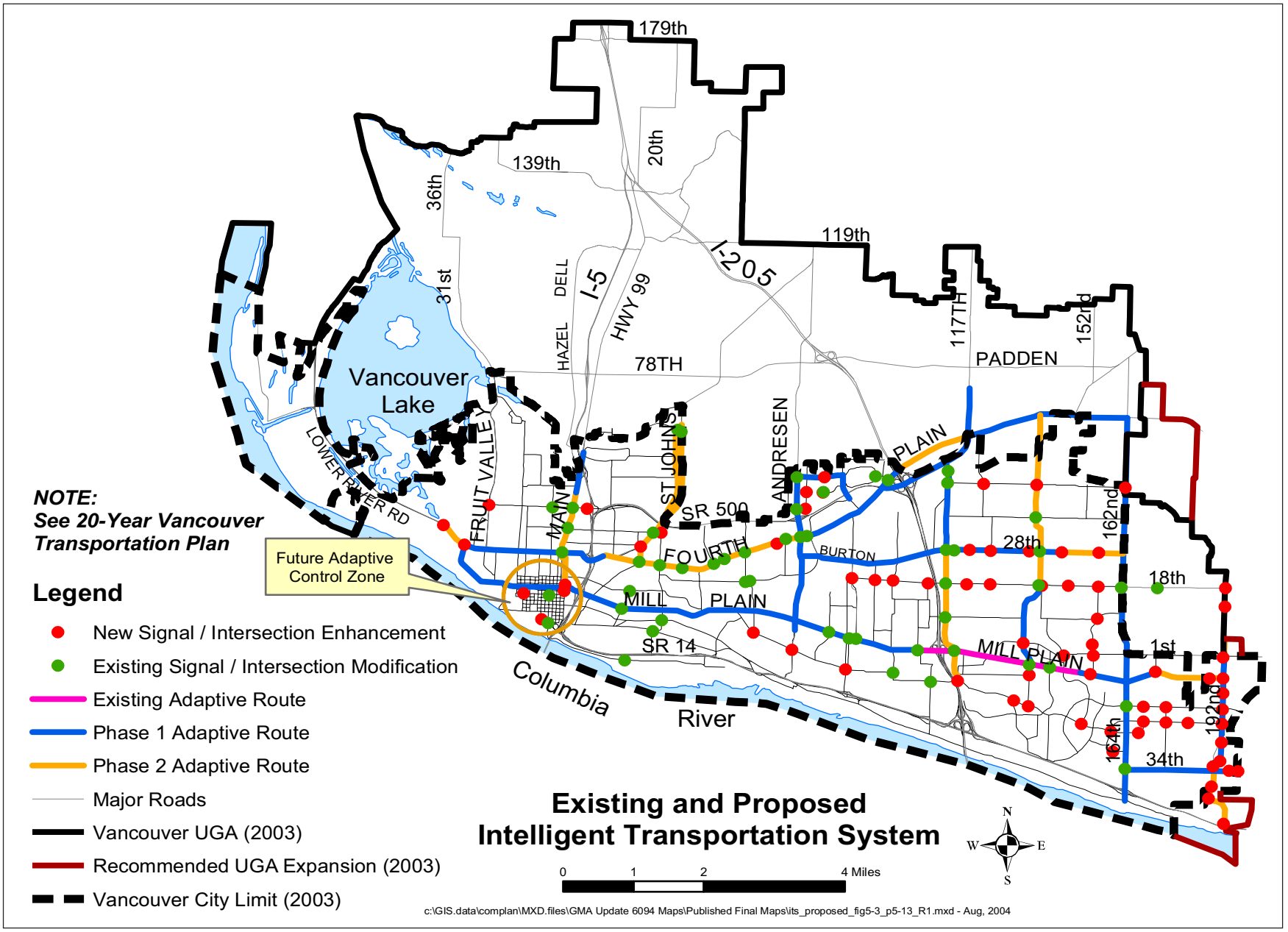

Figure 5-3. Existing and proposed intelligent transportation system. Source: City of Vancouver GIS.

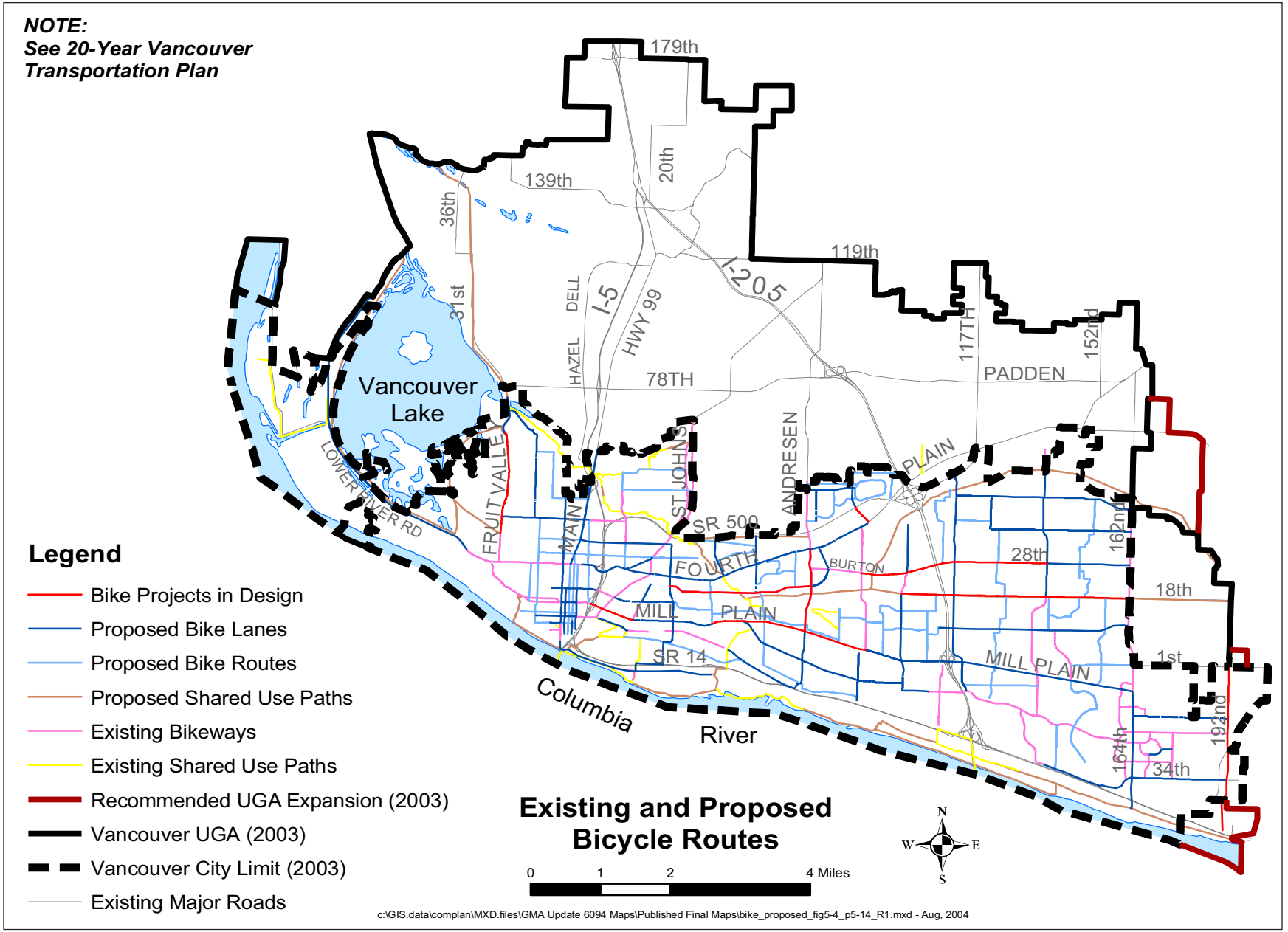

Figure 5-4. Existing and proposed bicycle routes. Source: City of Vancouver GIS.

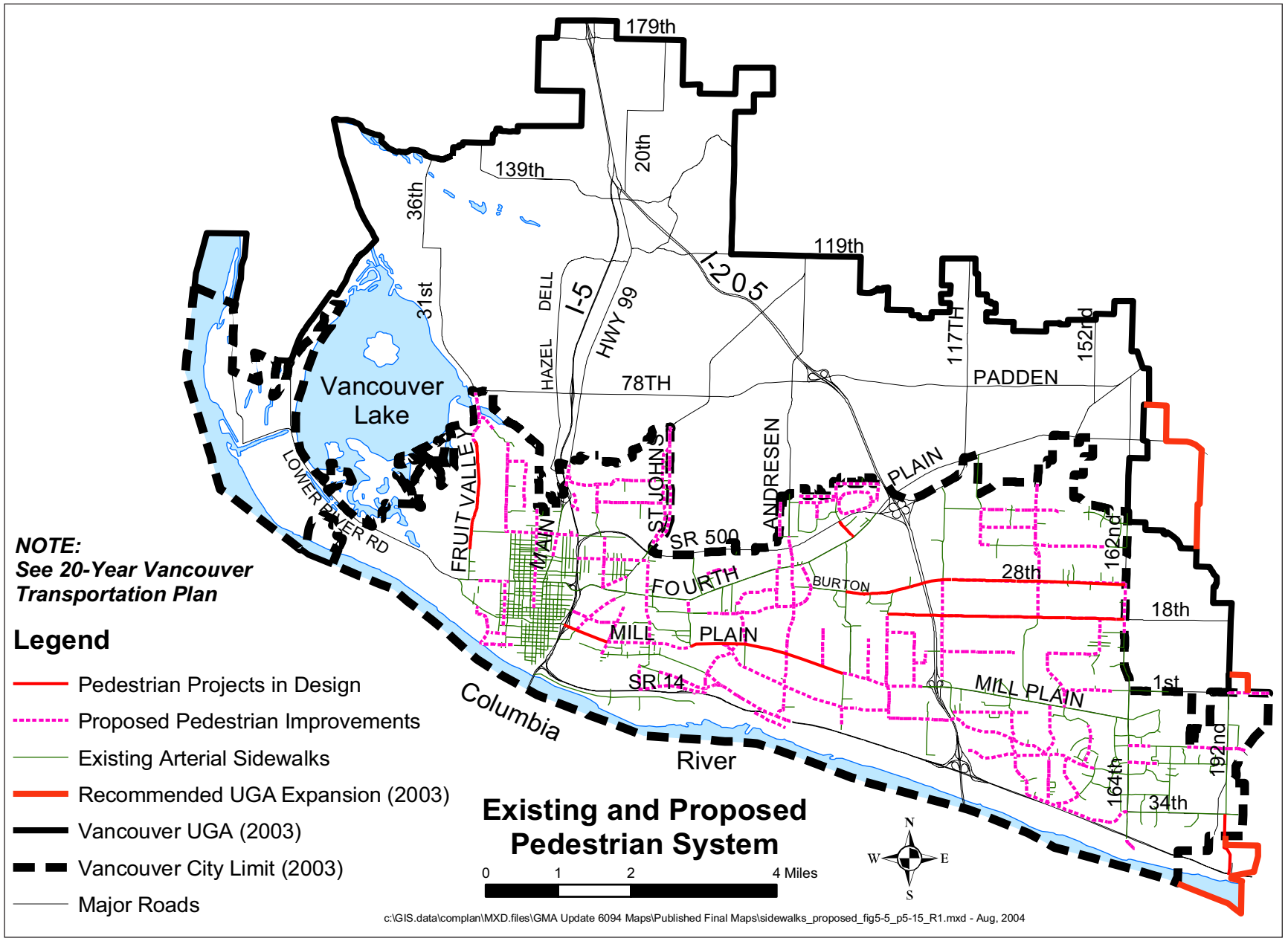

Figure 5-5. Existing and proposed pedestrian system. Source: City of Vancouver GIS.

Projected need. The transportation improvements and program initiatives proposed in this section and in the TSP are based on the growth forecast in Chapter 1, Community Development. The improvements and programs outlined below will improve connectivity and access throughout the community, encourage alternative transportation choices, and support and encourage development as outlined in the Vancouver comprehensive plan. The planned improvements will increase access to goods and services throughout the community for drivers, pedestrians, bicyclists, and transit riders and will help to preserve the quality of life that makes Vancouver special.

Beyond the capital investments the City and region make in the transportation system, there are a variety of other programs and regulations that impact how the transportation and land use systems develop in Vancouver. The TSP includes a description of some of the most important ones—for example, the Neighborhood Traffic Management Program, the Transportation Demand Management Program, and the Vancouver Area Smart Trek program, which seeks to upgrade the Intelligent Transportation Systems capabilities of the city. These programs, along with development regulations and development review to ensure on- and off-site pedestrian, bicycle, and transit connectivity, each have a large impact on the character, convenience, safety and mobility of Vancouver neighborhoods.

Twenty-year transportation need. Traffic projections derived from the population and employment growth forecasts clearly indicate that auto, truck, and transit trips will all increase significantly in Vancouver over the next 20 years. That means that traffic congestion will worsen. **Figure 5-2** shows the impact of projected growth on the arterial street system. The improvements recommended in the comprehensive plan should help alleviate the worst problems. The plan supports growth in Vancouver by building and managing a multi-modal system designed for urban traffic conditions. The City's transportation system is not currently, nor will it ever be, based solely on the automobile.

To accommodate growth expected over the 20-year planning period, many more improvements to the transportation system will be needed. Planned projects include major roadway projects, minor street projects, signal systems projects, pedestrian projects, bike projects, and trails. Partnerships will also be undertaken with the responsible agencies to provide system improvements that support and complement the area's transit services and highway systems.

Table 5-4 is a summary of the projects needed from 2004 to 2009 and also, more generally, from 2010 to 2023. It is important to note that the 20-year projected needs include projects that will be implemented in four to six years. **Figures 5-2, 5-3** and **5-4** depict arterial, signalization, bicycle and pedestrian systems that will be needed to support expected growth during the 20-year planning period.

Table 5-4. 20-year CFP project cost summary.

Years	Project	Cost	Revenue
Years 1 to 6: 2004 to 2009	2004 projects in progress	$64,008,000	
	Street and intersection projects	$111,832,000	
	Pedestrian projects	$8,522,500	
	Bicycle projects	$3,545,000	
	Subtotal Years 1 to 6	**$187,907,500**	**$188,051,000**
Years 7 to 20: 2010 to 2023	Street and intersection projects	$187,830,259	
	Pedestrian projects	$18,926,500	
	Bicycle projects	$11,615,000	
	Subtotal Years 7 to 20	**$218,371,759**	**$218,381,000**
	Total 20-year CFP	**$406,279,259**	**$406,432,000**

The comprehensive plan will not eliminate traffic congestion. Plans that promise to eliminate all congestion are not realistic and are viewed by the public with skepticism. The comprehensive plan supports the City of Vancouver's vision statement (see Preface) and presents a process for implementing workable solutions.

The Vancouver transportation system needs analysis assumes that major improvements planned by the Washington Department of Transportation (WSDOT), Clark County and local cities will be made. However, these outside agency improvements are not included in Vancouver's capital cost and revenue estimates. State and regional plans contain specific information. WSDOT facilities in Vancouver include portions of I-5 and I-205, and State Routes 14, 500 and 503.

High-capacity transit. High-capacity transit in some form is an option for Vancouver's future. The City's policy is to evaluate forms of high-capacity transit by considering both light-rail and rapid bus transit systems as part of the *I-5 Strategic Plan* (2003), adopted by Vancouver. The *I-5 Strategic Plan* includes a comprehensive approach regarding the phased implementation of a high-capacity transit system that would serve the city along I-5, SR-500, and I-205 (or adjacent arterial streets). An environmental impact statement and the first of several alternatives analyses needed to implement a high-capacity transit system will be prepared. Funding for such a system is undefined and will be developed as part of the alternatives analysis.

Funding needed improvements. Funding for transportation improvements comes from a variety of sources. The federal government provides funds to states for construction of state highways and major facilities that support interstate commerce. The state in turn distributes the funding to local governments for specific improvements. The state itself funds improvements to state highways linking communities.

At the local level, the City has a road fund dedicated to maintaining and upgrading city streets. Funds come from taxes. Pursuant to RCW 35.77.010, the City of Vancouver must adopt a six-year Transportation Improvement Program (TIP) each year. The TIP contains a coordinated transportation program and an explanation of how the money for transportation improvements will be spent. The TIP is based on the policy direction in the TSP. Many of the projects in the six-year plan are carry-overs from earlier years. **Table 5-5** lists transportation funding sources and amounts for the 2004 to 2009 period, and more generally, for 2010 through 2023.

In addition, developers construct roads when they build new subdivisions and may contribute to the construction of improvements to surrounding roads to mitigate impacts of their development. Developers also pay a traffic impact fee (TIF) based on the number of vehicle trips the development will add to the system. TIF funding must be used for the specific projects identified in the impact fee program, which are a subset of the City's transportation capital facilities plan.

Table 5-5. Estimated future transportation revenues.

Source	2004 to 2009	2010 to 2023	2004 to 2023
Total Impact Fees	$14,344,000	$21,516,000	$35,860,000
State and federal grants	$26,190,000	$39,285,000	$65,475,000
City REET – 1st 1/4% – Pavement Management	$10,701,000	$16,052,000	$26,753,000
City REET – 2nd 1/4%	$2,628,000	$3,942,000	$6,570,000
State gas tax - Unobligated	$1,800,000	$2,700,000	$4,500,000
Developer contributions	$7,186,000	$10,779,000	$17,965,000
Public agency partnerships	$3,000,000	$4,500,000	$7,500,000
Street fund reserves	$2,268,000	—	$2,268,000
Reserves for funded projects	$67,000,000	—	$67,000,000
General Fund support – Pavement Management	$8,220,000	$12,330,000	$20,550,000
New Funding – Task Force	$44,714,000	$107,277,000	$151,991,000
Total	**$188,051,000**	**$218,381,000**	**$406,432,000**

Transportation finance summary. The transportation capital project list is divided into three categories: (1) projects programmed and budgeted, which include projects within three years, (2) projects programmed, but not yet in the capital budget, which include projects within four to six years, and (3) projects planned within 20 years but not yet programmed. Project cost by category are, respectively, $85.6 million, $126 million, and $149 million, for a total of $360 million. Broken down into an annual average, the community may need to consider investing an average of $22.5 million per year.

Funding principles. Vancouver's transportation funding strategy is based on four principles: (1) existing revenues should be used before asking for more, (2) new revenues should be based on benefits to users, (3) there should be a time limit on the duration of authority for new revenue sources, and (4) new revenues should be a small fraction of the community's willingness to pay. The principles were used to identify the best revenue sources for the TSP.

Funding plan. The funding plan addresses how the TSP will be implemented. The funding plan is divided into two initial phases. Phase I is a two-year plan and is scheduled for 2003-2004. Phase II is a six-year plan scheduled for 2005-2010. Successive six-year phases are planned. Authorization of additional funding will be requested at each phase, beginning with Phase II. Future phases will be funded using the same baseline revenues but will require reauthorization. Requesting regular public reauthorization allows for periodic checks to ensure that the new money is being spent according to the plan.

The City can finance the capital program by selling bonds, by reinstating the business and occupation tax, by increasing traffic impact fees, by increasing the sales tax, or by using any combination to address funding needs beyond Phase I.

Additional information on transportation financing is available in Appendix D, Capital Facilities Funding Summary. Future transportation revenues are projected to match costs, but will require activation of additional funding sources not currently in use. Policy CD-13 of this comprehensive plan (see page 1-11) commits the City to maintaining balance between land use and facilities planning.

The City formed a Transportation Finance Task Force to assess future funding needs. The task force recommended a funding approach to the City Council in the fall of 2003, which could be acted upon to form the basis of the Phase II funding program. Funding is projected to be consistent with trends similar to the 2001-2002 biennium.

Direction for the future

Promote accessibility, not just mobility. Accessibility ensures that all users of the transporta-

tion system have equal access to safe and quality facilities, regardless of transportation mode. Basic transportation access to obtain goods and services and engage in social activities is an essential need that must be met. Motorists, pedestrians, bicyclists and transit riders should all be able to use the transportation system in a safe, efficient, and uniform way.

Transportation is a means to an end, seldom an end in itself. By focusing on accessibility rather than mobility, the critical issue becomes one of how people can accomplish daily activities more efficiently, rather than how they can get from point A to point B more rapidly. Furthermore, focusing on accessibility recognizes the relationship between land use and transportation systems.

Be efficient. Money for transportation improvements is scarce, even as demand for new and better facilities increases. Consequently, strategies that make do with less and maximize existing investments are a high priority. Improvements to the transportation system must address efficiency. Incremental improvements to existing infrastructure are often more efficient than large capital investments, and more efficiently use scarce resources. Improvements should also support all modes of travel.

Create livable streets. Most people who live in Vancouver view the community's streets as more than simply concrete and asphalt. Streets affect the way people live, work, and play. Streets should be viewed as part of a dynamic, integrated land use and transportation system. Street treatments (paving type, sidewalks, lighting, street trees, signs, and furniture such as benches and trash cans) should address the needs of regular users and the surrounding area.

Have good connections throughout. Connected, continuous street systems make activities of daily living easier to accomplish. Vancouver's early development was based on a grid street system. As development moved east, a grid based on major corridors was established, but many of the connections have not been completed. In many areas, connectivity for auto travel, pedestrians, and bicyclists is lacking. This means that even simple errands-like going to the store or visiting a friend-require significant travel.

Support all travel modes. Vancouver residents and businesses support and expect the development of a multi-modal system—one that provides a range of travel choices. This will require planning and providing facilities for automobile, bus transit, high-capacity transit, pedestrian, and bicycle travel.

Help build a truly walkable community. Nearly everyone walks and does so every day. Vancouver residents and businesses have indicated they equate a walkable community with a high quality of life. In addition, citizens have made it clear that Vancouver's streets need to be more accessible and safer for pedestrians. Especially important are downtown and neighborhood streets, minor neighborhood arterials, and routes along major bus lines.

Support transportation and land use improvements. A large majority of residents support mixed-use developments in at least some of Vancouver's centers and neighborhoods. Mixed-use areas are often favorite places with lots of activity easily accessible by different transportation modes. Streets with an attractive and interesting street atmosphere, where land uses and the transportation system are mutually supportive, create a vital and interesting focus for the community. In addition, by offering a mix of housing, employment and services near each other, the areas benefit the transportation system by reducing the total number of trips and trip length, and by keeping them off the major highway system.